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STAFF STUDY

SUBJECT: Concept of an Advanced Officer Training Program for DD/P

I. PROBLEM

To determine the advantages and disadvantages of DD/P's initiating a formalized, mid-career officer training program extending over five to eight months as opposed to the current practice of assigning individuals to specific courses for two to five weeks at a time and recommend actions to support the findings of this study.

II. CONCLUSIONS

1. Initiation of such a training program can lead to improvements in officer performance within DD/P and opportunities for greater flexibility of reassignment of officer personnel to priority programs.

2. The time spent away from the officer's substantive job will be offset by the advantages the Clandestine Services may obtain from such training. Advantages and disadvantages of this proposal are presented in the discussion which follows.

3. Such a program can be started with as few as thirty students, gradually increasing to an annual class enrollment of 90 students, beginning in 1965. The proposed program is not limited to 90 students. The training can be made available to all C. S. officers whose projected job assignments require such comprehensive instruction.

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4. A formalized officer training program can immediately introduce economies, efficiencies, and improvements in the present mid-career training activities of CIA.

III. RECOMMENDED ACTIONS

1. Approval by the DD/P to include instructing his staff and division chiefs (through appropriate career boards) to assign, not to exceed forty former JOT's (or other officers) with five or more years CIA service to the first running of the proposed Phase II Officer Training Program to begin in _____, 196__*, and thereafter assign ex-JOT's (and other qualified officers) to the program on an annual basis as soon as practicable after the completion of their fifth year of service.

2. If action "1" is approved and a definite date and a minimum of thirty students designated to attend the DD/P Officer Training Program, OTR immediately initiate detailed planning and scheduling of course content and classes to be submitted to the DD/P for concurrence.

3. If action "1" is approved, OTR prepare a tentative "Phase III" Senior Officer Training Program for approval by the DD/P.

*Date to be selected by DD/P no earlier than 3 October 1960.

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4. See discussion for details and justification of conclusions and recommended actions.

APPROVED

Director of Training

Initiating Officer:

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PPS/OTR

Approval or Disapproval:

DD/P

date

IV. DISCUSSION

1. This paper is intended to serve the DD/P and the DTR as background and a planning guide leading to an advanced (mid-career) training program for DD/P officers. It is suggested we build on the present 30-week JOT Program two subsequent training phases to be offered on an annual basis, a mid-career course for officers in the GS-11 to GS-13 career bracket and a Senior Program for officers at the GS-14/15 level. A considerable amount of such training is already being conducted in and external to the Agency. Where appropriate, OTR would like to program its existing courses so as to assure CIA officers of an "in

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service" training program more closely approximating that followed by their contemporaries of the Department of State, Department of Defense, and other components of the Government. Although this three-phase training approach has the secondary merit of being a career incentive device, its primary purpose is to eventually program training into predetermined (yet flexible) patterns that will produce a better trained and more versatile DD/P officer.

3. Oversimplified, the concept of a three-phase training program looks like this. All grades, lengths of service and ages are suggestions and may be changed as desired by the DD/P.

DD/P OFFICER TRAINING PROGRAM

PHASE I

JUNIOR OFFICER TRAINING

Objective:

to qualify trainees to be Junior Officers

GS Rating:

GS-7 to GS-9

Average Age:

27 years

PHASE II

ADVANCED

~~CIA~~ OFFICER TRAINING

Objective:

to help produce a well rounded professional intelligence officer with the "know how" and technical skill and ability to apply mature, informed discrimination to his daily job activities and decisions for the remainder of his career.

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Approximate GS Rating: GS-11 to GS-13

Average Age: 32 years

Approximate length of service
in CIA: 6 years

PHASE III

~~DD/P~~ SENIOR OFFICER TRAINING

Objective: to qualify selected officers
to be eligible for senior
positions in the Agency

Approximate GS Rating: GS-14 to GS-15

Average Age: 40 years

Approximate Length of Service in
CIA: 14 to 16 years

3. In starting let us briefly review the present status of the JOT Program. It has now become the principal source of recruitment of trainees destined to become CIA officer generalists. We are presently recruiting about 125 JOT's per year; 90 for the Clandestine Services; 25 for DD/I; and 10 for DD/S. This ratio of ingress into the three principal offices of the Agency means that OTR's principal customer for future ^{staff officer} training will be the Clandestine Services. One reason for breaking our Career Training Program into Junior Officer Training,

Advanced Officer Training, and Senior Officer Training phases stems from the rotation problem within DD/P. OTR as a support service adjusts its training programs to the job requirements and rotational plans of the

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operating components of the Agency. Generally speaking the average, now approximately 27 year old, JOT reporting to DD/P will go overseas and probably return to Headquarters after a single three-year or double two-year overseas tour. This would mean that beginning about 1965 there will be a regular flow of more or less 90 thoroughly tried and tested ex-JOT's returning to Headquarters. At this point the young officer is probably a GS-11 or a GS-12. Is this the point in their careers where they could be best spared from their DD/P jobs for as long as five to eight months to receive additional operational, executive, and staff training?

4. We are featuring the JOT's as the principal future source of our proposed student body because for the moment they are our only predictable future source of advanced officer trainees. The program could be made available as desired by the Deputy Directors to all officers whose potential and projected job assignments require such instruction. Let us assume that this advanced training will take place through the fifth to seventh year of the young officer's service. If not done at this time it is likely many of these officers will be off to another, three to four year, tour overseas where they will need the complete operational, administrative, executive and staff skills that will be presented in this advanced program and will receive their

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future training on a "when and if" he is available basis. With 411 trained JOT's or former JOT's now on board it will not be necessary for the Agency to wait until 1965 to implement this program. It may be initiated in the fall of 1960 if so desired and properly supported.

5. Remember the average age of the members of the present JOT class is 27 years. In 1965 the average age will be 32 and the officer will have about 25 years of remaining service before being eligible for thirty-year retirement. This is too early in his career for training for the highest positions of responsibility in the Agency. Neither he nor the Agency would truly profit from such training at that time. This means his senior training should come later. Again, adjusting to DD/P rotation cycles, it would appear that the Senior Training Program might take place at the end of about two additional double tours overseas and/or at Headquarters. This will involve approximately eight more years of the officer's career. At this point the JOT's of the present class will have the average age of 40 years. If they receive training in their fifteenth year of service, the Agency could anticipate a minimum of 15 years return from that schooling. For planning purposes let's accept as our goal the Senior Training of our officers during their fourteenth to sixteenth year of service. The JOT Program began in 1951. Following the above reasoning a full-fledged Senior Officer Training Program could be underway by 1965.

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6. This paper intends to confine itself to the advanced or mid-career officer training program which we believe should be initiated as soon as practicable. It is necessary the reader appreciate that this is the mid-point of what, if approved, will become a three-phase CIA "in service" career officer training program. No effort need be made to outline the length or course content of the Phase III senior officer training program until this concept is approved in principle. The Phase III senior officer program would confine itself to preparing selected officers to be better qualified for possible assignment to the more responsible super-grade managerial positions in the Central Intelligence Agency and the national intelligence community. If the Phase II officer training concept is approved, OTR will initiate planning and programing of the Phase III senior curriculum.

7. The basic content of our proposed Phase II CIA Officer Training Program may be developed by taking existing, OTR courses, eliminating unnecessary duplication, and arranging them end to end over approximately^a seven months period. The objective of Phase II training will be to train well-rounded, all-purpose intelligence and covert action officers capable of doing or giving knowledgeable supervision to any of the CIA line or staff activities carried on at Headquarters or in the field up to and including GS-14/15 responsibilities.

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This study is based on an exchange of memorandums and conversations between top management DD/P officers and OTR dating as far back as August 1958. All agree such training should be based on those advanced, unique and complex clandestine services skills and techniques that can securely be presented only within the privacy of the Agency. Differences of opinion do exist as to the precise course content, who should attend the required training, and how long it should be. These details can be determined after further discussion with interested officials and approval of this concept by the Deputy Director, Plans. Tentatively such a program might include the blocks of instruction and courses within those blocks shown in Table A (Phase II CIA Officer Training: DD/P Curriculum). With the exception of the last two courses listed, these are current OTR courses, the emphasis in which might be modified by the comments shown in parentheses after the course titles.

TABLE A

PHASE II, CIA OFFICER TRAINING
SUGGESTED DD/P CURRICULUM

Approximate course
times, to be adjusted
as desired by DD/P

- I. GENERAL BLOCK (Reorientation and redirection appropriate to projected grade levels of the student body.)
- a. Clandestine Services Review 2 weeks
 - b. Management and Operations Programing (Emphasizing on-the-job training, fitness reports and persuasion of subordinates and budgetary, financial, administrative and support programing responsibilities.) 2 weeks
 - c. Overseas Effectiveness Seminar (Emphasizing the use of behavioral science skills in solving the unique overseas problems of the Agency.) 1 week

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2. FOREIGN INTELLIGENCE BLOCK

- a. Information Reporting, Reports, and Requirements (Emphasizing mechanical rapid reporting and cables.) 1 week
- b. Clandestine Scientific and Technical Operations (Including ELINT and COMINT orientation.)

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Sub-total

*Foreign liaison might be included within the FI, CI, and CA blocks, reducing this to coordination of activities within U. S. Government.

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9. Flexibility can be built into the new program. Selected students enrolled in the program who do not require a particular course because of previous on-the-job experience or training may be assigned to intensive language and/or area training studies appropriate to their future job assignments. Officers who, because of their experience, do not need the entire program can be added to the regular student body for selected blocks of instruction or particular courses in accordance with the needs of the individual. Current courses can be continued as required. After programmed Phase II training has been going on for a number of years it could reduce to the point of disappearance the piecemeal offerings of these courses as they are now given. At the same time OTR would retain its capacity for tutorial instruction in these subjects. Existing courses now offered on a biannual or quarterly or more frequent basis will be continued as required. Where need be, to effect more efficient usage of instructor personnel, one or more of the existing course offerings will be absorbed into the suggested program. Where a detailed technical skill is required it will be presented on a tutorial basis or included in the over-all program presented in Table A, if and when the demand from the operating components becomes sufficiently generalized to justify the latter approach.

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10. The real problem confronting CIA in implementing this suggestion is that of programing the availability of the necessary student body on an annual basis. From the DD/P's viewpoint, we have identified the following disadvantages of programed training:

a. Loss of the services of the individual for the duration of the training program. This stems from the natural differences and conflicts between our short-term day-to-day interests and our larger long-term interests. Comprehensive training would be a reasonable attempt to help us meet the latter responsibilities.

b. Program costs: Initially no additional costs will be incurred by the introduction of programed Phase II officer training which can be accomplished with present personnel and facilities. It might be necessary to provide additional office space for the students, particularly for the outside reading of classified material. Currently they use the classrooms when classes are not in session or their own offices for this purpose. The latter solution might not be feasible in a program lasting as long as six months or more. The Phase III senior officer program probably would involve some additional expense in the way of guest lecturers, etc. Eventually, there might be a requirement [REDACTED] similar to those provided at the Armed Forces schools.

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c. Problems of favoritism and difficulties of selection of trainees unless all officers attend within a specified general span of years. This may require more lead time in programing the careers of our officers, but that might be good for the long-range interests of the Agency.

d. Problems of reassignment on completion of training. It is assumed most officers would return to their parent career service (or division) and that the latter would have a fair idea of where they could best reassign the officer.

e. Difficulties of evaluating the benefits of the training. OTR fully appreciates its contribution can only supplement on-the-job experience and component-conducted training. Where the operating supervisor can establish minimum job performance standards, the trainer can guarantee the student will return better able to do his job. Without creating vulnerable patterns of clandestine action this can be done as follows. Students can participate in seminars, problems, and exercises involving the application of C. S. doctrine and principles of operations and management until appropriate flexible courses of action become automatic through practice. The time allotted to most of the present advanced courses does not permit student participation to this extent.

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11. We hope we have not overlooked any valid disadvantages in those we have mentioned and believe they are more than offset by the following advantages of the proposed comprehensive training program:

a. The end product of the Phase II officer training program will give area divisions greater flexibility of reassignment of personnel to meet routine and crash programs. It will be the program's objective to better prepare these officers for eventual duties as senior case officers, small station or branch chiefs, and/or general operations officers or staff officers at Headquarters or in the field, including their administrative, planning, programming, budgeting, and logistical responsibilities. This involves:

(1) The ability of the student to perform these functions as appropriate to their grades immediately upon graduation in peace, war, or contingency situations.

(2) Their ability to improve and progress over the years after graduation to perform these functions at the highest grade levels.

(3) Their ability to adjust to likely future roles and working conditions of the Agency.

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(4) Their ability upon graduation to satisfactorily perform in a wide variety of world-wide staff and operational assignments in accordance with manning requirements and programs established by the DD/P.

b. Programed training will facilitate career programing. Officers and supervisors could begin to plan the timing of their own career development programs and those of their subordinates with more assurance. If desired, programed training could be made a mandatory requirement for future assignment and promotion.

c. The broadening of an officer's concept of the complexity of the missions of the Agency and his contribution to those missions while at the same time providing a refresher and additional assistance in increasing an officer's technical skills in his particular specialty.

d. Can enable one officer to compare his way of doing things with those of others and as such provide an important motivation for better performance and offset some of the disadvantages of compartmentation within CIA.

e. Training tests and classroom performance in a uniform training program can provide one additional standard of common measurement as a means of appraisal, selection, and compensation of officers.

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f. Comprehensive training could be accomplished in a shorter total period of time than is now possible under the current "piecemeal" system of assignment to individual training courses; i.e., Table A shows what is believed to be essential training for the majority of the DD/P officers. As presently conducted, these courses would require in excess of 29 weeks. By programing the courses we can eliminate the repetition of background information now essential to the understanding of two or more courses and perhaps reduce the program to as little as 24 or 26 weeks, or include additional instruction in the 28 weeks program as desired by the DD/P.

g. Are the right people being trained under the present piecemeal system? Programed training should result in a more conscientious selection of trainees in terms of future job utilization of the training received.

12. It is suggested we begin by scheduling our Phase II Officer Training Program once a year. If and when it becomes necessary to do so, it too can be presented ~~as~~ a biannual program. From the DD/P's viewpoint, October might be a good time to start our proposed Phase II DD/P Officer Training Program. October comes on the heels of the usual June to August DD/P rotational period.

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Allowing for home leave, October would appear to be a convenient starting time for many returnees. An October starting date would also result in a May or earlier graduation providing timely overseas replacement for the June to August returnees. This scheduling can be adjusted as desired.

13. This concludes our discussion. We believe the necessity for the programed ^{Advanced} mid-career training of the Clandestine Services officer stems from the inherent nature and characteristics of clandestine operations. We will not always be able to maintain quasi-overt stations with hundreds of staff employees in foreign countries. The case officer of the future will have to have initiative and comprehensive knowledge to the extreme degree. Clandestine Services operations take place under conditions which cannot be predicted accurately; changes are rapid and sudden. Higher echelon officers may not be in a position to have a precise picture of the entire situation, particularly over the entire world. Case officers already located in the crucial area who are capable of solving new problems by the quick application of their own instant decisions and counter measures will be indispensable. It is the Agency's obligation to equip its case officers with all the skills that may be necessary to meet the predictable demands that will be made of them. OTR's proposed Phase II DD/P officer training program can help the Agency to meet this obligation.

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